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Vermont requires that the vote for candidates of his party be certified to the delegates.

West Virginia requires that the candidate for delegate shall file a statement as to whether or not he will support the popular choice of such primary for president.

In Wisconsin the nomination papers of any delegate may contain a statement of the principles and candidates favored.

**Legislative Organization and Procedure.** The wide-spread criticisms of state legislatures as well as constructive proposals of reform have, as a rule, been centered upon the form and functions of those bodies. The more intimate matters of internal organization and procedure have been neglected. Two States—Massachusetts and Nebraska—have within recent time caused to be made careful studies of their respective legislatures along the latter lines with a view to internal reform.

The Massachusetts general court at its session in 1915 received the report of a recess committee suggesting improved methods in the preparation and presentation of and procedure upon bills to the end of shortening sessions, reducing expenses and improving the quality of the legislative product. Suggestions were also called for of means of reducing the number of special and local acts passed at each session.

The report which was made after a very full investigation into the procedure in other States and conferences with legislators, officials and citizens is of interest not only for the facts brought out and the recommendations made, but also for its rejection of various devices which have met with wide acceptance elsewhere. An immediate cause of the investigation is set forth in tables showing the length of session, number of measures introduced and measures passed at each session since 1880. In but one year since 1890 has the annual session lasted less than 150 days. The number of bills has increased from 648 in 1880 to 879 in 1890; 1734 in 1900; 2240 in 1910; and 3459 in 1914. In like manner the total of acts and resolutions passed has risen from 330 in 1880 to 956 in 1914.

The first part of the report is devoted to suggestions for expediting and improving the quality of the work of the legislature. General preliminary consideration is given to the question of limited sessions and of biennial elections and sessions. To limit the length of sessions it was believed would but aggravate the evil of hasty legislation but while making no formal recommendation thereon, the committee endorses the proposal for biennial elections and sessions.

Proceeding to more detailed matters of procedure, various means of limiting the initiation of measures, which in Massachusetts is always by petition, are taken up. Suggestions that a measure which is in substantial conformity with one rejected at the preceding session be not acted on; that the number of measures to be sponsored by any member be limited; that a fee be required upon filing a petition for legislation; and that some sort of preliminary censorship analagous to that imposed upon private bills in England, are one by one considered and rejected as unduly restricting the right of petition or are passed on to the legislature without recommendation. The only recommendation under this head is that all petitions, i.e., proposed bills, be filed with the clerks three weeks before the opening of the session to be by them printed and referred to committees prior to the opening of the session so that the present delay of three or four weeks now spent in the session upon the introduction of measures might be avoided.

This suggestion bears also directly upon the second general consideration—that of expediting the work after its introduction since by this the first reading by title and reference by the chair would be dispensed with. The repeal of the rule requiring the reading of reports of committees is recommended since printed copies are provided. Since in thirty-four States a roll call is required on the final passage of every measure and in twelve states any two members may procure a roll call, the Massachusetts requirement of a demand by one-fifth of those present in the senate and by thirty members in the house is as far as it is deemed wise to go in this direction in the interests of expedition. Time in committee work is already so economized through the system of joint standing committees of which there are thirty, that only minor changes in committee organization are suggested. It is, however, proposed that a roll call of attendance at committee meetings be kept and published weekly and provision made for removal of delinquent members from committees.

Procedure at hearings should be standardized in the interests of economy of time and for the convenience of parties. The practice of requiring committees to report on every matter referred to them which Massachusetts shares with twenty-four other States is found to be an unjustifiable consumer of time. In 1914, 1431 matters were reported back adversely by unanimous vote of committee and the injection of these matters into the calendar served no purpose other than to give proponents an opportunity to talk on measures doomed to defeat. It is proposed to permit committees to withhold report of any measure upon unanimous vote.

Turning to the improvement of the quality of the legislative output the committee finds an index of its defective character in the fact that in each of the last five volumes of Massachusetts reports from thirty to fifty cases involve actual interpretations of statutes, and in the further fact that the general laws of 1914, for example, worked no less than sixty-six changes in its own acts and 317 in those of the four previous sessions.

In considering the remedies for "ill-considered and poorly-drafted" laws the work of legislative reference libraries is commended but the union of such bureaus with bill-drafting offices is opposed. Says the committee: "We do not believe in organizing another department for the use of anybody who desires every sort of a fool bill drafted. . . . If a man desires legislation, let him present his own petition and draw his own bill." The committee favors the appointment of a non-partisan, permanent "clerk of committees" to whom should be referred all bills for revision or approval before being reported back by committees.

In proceeding, in the second part of its report, to a consideration of the burden imposed on the legislature by the mass of special and local bills, which in 1914 rose to the number of 392 exclusive of appropriations and resolutions of a special or local nature, the committee quotes at length and with evident approbation the section of the Pennsylvania constitution limiting special and local legislation but makes no recommendation thereon. The remedies suggested are: first, that the general laws on a variety of subjects particularly those relating to municipal corporations, private corporations and highways be so broadened as to obviate the necessity of much special legislation; second, that the budget system be introduced as a substitute for the many appropriation acts which in 1914 numbered 121; third, and perhaps to be combined with the foregoing, that a standardization of salaries and provisions under general laws be made so that the number of bills introduced carrying special compensations other than regular salaries, pensions, annuities and other personal payments which in 1914 reached 199 might be materially reduced or eliminated, and, fourth, that no special measure plainly within the field of existing administrative departments should be considered unless it has first been submitted to the appropriate department for action.

A summary of the recommendations of the committee is presented in a series of thirty-eight proposals and their substance is embodied in a series of twenty bills, two resolutions and nine rules suggested for legislative action.

Another investigation on the same subject is that made by a legislative committee in Nebraska for presentation to the last session of the legislature. The recommendations of this committee together with a mass of information not hitherto easily available are published in Bulletin No. 4 of the Nebraska Legislative Reference Bureau. The proposals submitted for immediate adoption are detailed in character and cover five subjects, viz., bills, legislative publications, printing, committees, and employees. Among those offered under the first head are provisions for indicating in amendatory bills what matter is new and what is to be stricken out; the substitution of typewriting and printing for long hand copying of engrossed and enrolled bills; the establishment of a bill-drafting bureau in connection with the legislative reference bureau, which it will be noted is in direct contradiction of the Massachusetts proposal, and in order to check the indiscriminate introduction of bills, that no member shall introduce a measure which he is unwilling to endorse and defend. With respect to committees, it is proposed to reduce the number in the house from 47 with a membership of 486 to 28 with a membership of 238; that measures be taken to secure a more systematic holding of committee meetings, and that a public record be kept of votes taken in committees. The committee's recommendations concerning legislative employes would reduce the number from 168 to 57 thereby reducing this item of expense by two-thirds without impairing the service.

Further recommendations for action at a future time include the substitution of a single-chambered legislature; the adoption of civil service rules for legislative employes; the introduction of a state budget system; and an efficiency survey of the state government with a view to the consolidation of administrative departments.

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